ATTACHMENT D

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Executive Summary: Existing Conditions, Findings and Opportunities Report

Regional Active Transportation Plan

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EXECUTIVE SUMMARY

Active transportation is increasingly being recognized as a highly desirable and sustainable form of transportation that provides a wide range of economic, social and environmental benefits. A growing number of cities and metropolitan areas, including the Portland region, are seeing more people walking, bicycling and using other forms of active transportation than ever before. This is due in part to sustained investment in active transportation facilities and programs.

Today, nearly 18% of *all* trips in Clackamas, Multnomah and Washington counties are made by walking and bicycling, and the number of bicycle trips has tripled since 1994. People in the region are using active transportation to make all kinds of trips such as run errands, shop, visit friends, go out to eat and get to work and school. People of all income levels, race, ethnicities and age groups are getting around actively. People with lower incomes, people with disabilities, young people and non-white households in the region tend to make more trips by foot, bicycle or transit than other groups. Many of these people are active transportation dependent, raising issues of transportation equity for safety and access.

Active transportation provides many benefits to the region including: healthier people and lower health care costs, fewer emissions from transportation and cleaner air and water, support of local businesses and the economy, tourism and a billion dollar niche industry, business retention and attraction, increased development feasibility and property values, transportation options for those who cannot or choose not to drive, lower crash rates and reduced cost of crashes. All of this is a high return on investment considering that, historically, dedicated funding for bicycling and walking projects has comprised approximately 3% of the total funding the region spends on capital projects.

Increasing the levels of bicycling, walking and transit are essential to reaching the region's transportation goals, such as reduced congestion, clean air and transportation equity. However, the 2035 Regional Transportation Plan project list does not achieve many of the region's adopted transportation targets. Strategically investing in stand-alone, high quality active transportation projects that link together a connected, safe, accessible, direct, intuitive and seamless network will provide more options for the 80-85% of people in the region that say they would like to walk and bicycle more for transportation. Conditions for safe and comfortable walking and bicycling vary widely across the region. Local and regional policies and tools need to be flexible enough to apply to a wide range of situations and rigorous enough to effectively and efficiently prioritize projects that will achieve transportation targets and goals and allow everyone, of all ages and abilities, to use and enjoy the system. The Existing Conditions report provides baseline information to help inform the development for the Regional Active Transportation Plan to help the region achieve its transportation goals and implement the 2035 Regional Transportation Plan.

FINDINGS AND OPPORTUNITIES

Photo: Alliance for Biking and Walking

Findings

A. **Regional levels of active transportation are increasing, especially bicycling.** One in six of all trips in Multnomah, Clackamas and Washington counties are made by active transportation; 84% of all transit trips are accessed by foot or bicycle. The regional active transportation mode share increased 36% between 1994 and 2011, from 13.1% to 17.8% of all trips. The regional bicycle mode share increased by nearly 191%, from 1.1% to 3.2%. Walking increased by over 14%.[1] (Chapter 2)

B. **Lower income households in the region make more of their trips using active travel, especially walking, than do households with higher incomes.** As level of income increases, so does the percentage of trips made by auto. Households with annual incomes of less than $35,000 make up to 25% of their trips walking, bicycling and taking transit.[2] (Chapter 2)

C. **Non-white householders in the region make a greater percentage of their trips by walking, bicycling and transit than white householders.** Non-white householders make 20.5% of all their trips by walking and bicycling and transit, while white householders make 15% of all their trips by walking and bicycling and transit.[3] (Chapter 2)

D. **Younger people in the region are making more trips by active transportation.** For example, children under the age of 14 make over 23% of all walk trips (the highest of any age group) and over 15% of all bicycle trips in the region. [4] (Chapter 2)

E. **People between the ages of 25 and 34 make nearly 25% of their trips using active modes**, the highest level of any age group. [5] (Chapter 2)

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[1] 2011 Oregon Household Activity Survey (OHAS). Active transportation trips: bicycling 3.2%, walking 10.4%, and transit-bicycle and walk access, 4.2% in the 3-county area, Multnomah, Clackamas and Washington counties.
[2] 2011 OHAS.
[3] 2011 OHAS (Only Householders (head of household) were asked race.) and 2010 U.S. Census.
[4] 2011 OHAS
[5] 2011 OHAS.

F. **People with disabilities rely on transit and walking more than people without disabilities.** Nearly 7% of the population reports having a disability that affects their ability to travel. People with disabilities particularly rely on transit, and therefore accessing transit, for travel.[6] (Chapter 2)

G. **People want to make more trips by bicycle and foot.** National, regional and local polls indicate that people support investment in active transportation. In Multnomah, Clackamas and Washington counties 86-91% of respondents in each county were interested in using a bicycle more often for transportation and between 70-79% stated that they were interested in walking more for transportation.[7](Chapter 2)

H. **The majority of all trips made by auto in the region are for short trips.** Over 66% of all trips made by autos within the 4-county area are less than six miles in length, nearly 44% are less than three miles in length, and nearly 15% are less than one mile in length. [8] (Chapter 2)

I. **Current transportation plans do not achieve regional transportation targets.** The 2035 RTP project list does not achieve many of the region's adopted transportation targets; including a decrease in non-drive alone trips and reductions in green house gas emissions, congestion and vehicle miles traveled and travel delay. [9],[10] (Chapter 4)

J. **Levels of investment in active transportation do not match demand or need.** Nearly 18% of all trips in Multnomah, Clackamas and Washington counties are made by walking or bicycle, while stand alone bicycle, pedestrian and trail projects have received approximately 3% of capital transportation funds.[11] (Chapters 5,8)

K. **Many of the region's arterial streets are also regional pedestrian and bicycle routes.** Arterials often provide the most direct and efficient route for travel for all modes, especially in suburban areas where there may not be alternative parallel routes. Many essential destinations and services and transit stops are located on arterials. Regional trails and other pedestrian and bicycle routes intersect with arterials. [12] (Chapter 5)

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[6] 2011 OHAS

[7] Metro Opt in Poll. http://panel.decipherinc.com/images/uploads/optin/Metro_Active_transportation--Nov1.pdf Opt In is an online survey tool open to all residents in the region.

[8] 2011 OHAS. The 4-county area includes Multnomah, Washington, Clackamas and Clark counties. The analysis includes all trips made by auto less than 30 miles in length (one way).

[9] Some of the projects may be folded into roadway projects which are more expensive, may take longer to be implemented and may not prioritize pedestrian and bicycle travel.

[10] 2035 RTP Performance Evaluation findings.

[11] Metro analysis of transportation funding 200

[12] See the 2035 RTP System Maps for roadway classifications.

L. **Most serious pedestrian and bicycle crashes occur on arterials, at intersections and mid-block crossings.** Over 52% of all serious bicycle crashes and 67% of all serious pedestrian crashes occur on arterials. Arterials have the highest crash incident rate of any facility type for all modes. Nearly 80% of serious and fatal pedestrian crashes occur at intersections and mid-block crossings and 73% of serious and fatal bicycle crashes occur at intersections.[13] (Chapter 3)

M. **Women are still making fewer trips by bicycle than men, but that is changing.** Women and girls are often seen as an "indicator species" for comfort of the bicycling environment. As the comfort and safety of the bicycling environment increases, so do the number of women and girls riding bicycles. Women in the region make 1.8% of their trips by bicycle, compared to 4% for men. However, the proportion of women riding bicycles is increasing up 16.5% since 1994.[14] (Chapter 2)

N. **Existing conditions for cycling vary across the region and present different opportunities and challenges to increasing bicycle ridership.** Large differences exist for factors that influence cycling such as road connectivity, road density, topography, permeability, land use mix/density, as well as the existing bikeways in the region in terms of bike network density, bike network connectivity and bikeway comfort.[15] (Chapter 6)

O. **Major regional pedestrian and transit corridors and districts lack sidewalks, have high levels of traffic and high traffic speeds.** These corridors often provide the most efficient and direct routes and access to services and destinations. [16] (Chapter 6)

P. **Lack of data on walking and bicycling, especially accurate counts of pedestrian and bicycle activity, make it difficult to adequately measure demand and performance.** What does not get counted, does not count. Current transportation models do not adequately represent walking and bicycling. Adequate data will make sure that investments in bicycling and walking are cost efficient. (Chapter 10)

Q. **Regional investment in walkable and bikeable communities is a contributing factor to people engaging in more physical activity and lower rates of obesity compared to national and state levels.** Among other factors, the built environment, such as street connectivity/density and density and quality of pedestrian and bicycling infrastructure contribute to how much people, walk, ride bicycles and take transit. [17],[18] (Chapter 3)

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[13] "Metro State of Safety Report: A compilation of information on roadway-related crashes, injuries, and fatalities in the Portland Metro region and beyond", Metro, April 2012
http://library.oregonmetro.gov/files//state_of_safety_report_043012.pdf
[14] 2011 OHAS
[15] Metro 2012 Cycle Zone Analysis
[16] Metro 2012 Analysis of the Regional Pedestrian Network
[17] Oregon BRFSS County Combined Dataset 2006-2009; Oregon Health Authority, Oregon Overweight, Obesity Physical Activity and Nutrition Facts, 2012

R. **Programs and education help reduce the number of trips made by auto in the region.** Nearly 19% of the Portland area population has reduced their car trips as a result of Drive Less Save More, and a conservative estimate of reduction in vehicle road miles is 21.8 million, which translates into a reduction of about 10,700 tons of CO2.[19] Beaverton's Findley Middle School reduced the number of autos dropping and picking students up from 800+ a day to 400 cars by introducing a Safe Routes to School Program. [20] (Chapter 7)

S. **There are areas of the region with incomplete bicycling and walking facilities, less access to essential services and destinations, and have higher concentrations of environmental justice and underserved communities,** including communities in East Multnomah County, Portland east of I-205, areas of North Portland, areas along McLoughlin Blvd. and 82nd Avenue, areas of unincorporated Clackamas County, including the North Clackamas Revitalization Area, Forest Grove, Cornelius, Aloha and Beaverton. [21] (Chapter 8)

T. **Crashes and the resulting injuries and deaths cost the region $958 million a year in property damage, medical costs, and lost productivity.[22]** Studies have found that more people walking and riding bicycles make it safer to walk and ride a bicycle and increase road safety records for all users. (Chapter 3)

U. **Investments in active transportation have provided a high return on investment and multiple benefits to the region.** Comparatively small investments in capital active transportation projects and programming have benefitted the region on multiple levels, including cleaner air and water, healthier people, lower transportation costs, increased development feasibility and safer streets. (Chapter 2)

V. **Active transportation trips are being made for a variety of purposes, not just commuting.** Active transportation trips are consistently undercounted due to a reliance on US Census data which only collects information on travel to work. In the region, 18.5% of all trips to work, 15.1% of all school college trips, and 16.4% of all errands, entertainment and social trips are made by walking or bicycling.[23]

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[18] Other determinants of health and weight include education level, parent's education level, access to grocery stores, heredity.
[19] http://www.drivelesssavemore.com/pages/faqs#impact
[20] Information provided by Beaverton Safe Routes to School Program Coordinator for the 2009-10 year. The program does not have funding secured for 2012-13.
[21] Metro, Metropolitan Transportation Improvement Program, 2014-15 Regional Flexible Fund Allocation Transportation Equity Analysis (January 2012, available at www.oregonmetro.gov/mtip)
[22] Metro State of Safety Report presentation, 2012.
[23] 2011 OHAS

Opportunities

The opportunities below raise policy questions and potential implementation strategies that will be explored in the next phases of the ATP project.

A. **There is opportunity to support populations that are already driving less by improving conditions and providing more transportation options, making it easier to drive less.** Young people, people with lower incomes, people of color and people with disabilities that affect their transportation choices already drive less. Because lower income households, people with disabilities, young people and households of color use active transportation and transit more often than other populations, more transportation options, programs, access and mobility, provides transportation equity and helps the region achieve its transportation goals. [24]

B. **There is opportunity to dramatically increase safety for pedestrians and bicyclists and increase levels of active transportation by focusing improvements for active transportation on arterials, intersections and mid-block crossings.** A high level of walking and bicycle activity and accessing transit occurs on arterials; these roads often provide the most direct and efficient route for all modes. Metro's State of Safety Report recommends improving pedestrian and bicycle crossings particularly on multi-lane arterials, improving lighting and providing protected bicycle facilities along high-volume and/or high-speed roadways such as buffered bike lanes, cycle tracks, multi-use paths, or low-traffic alternative routes.[25]

C. **Replacing just 15% of short auto trips (one to three miles) with walking and bicycling would reduce congestion, reduce green house gas emissions, lower transportation costs, reduce wear and tear on roadways and increase health in the region.** A national study found that replacing 6-21% of short trips under three miles made by auto with walking and bicycling would avoid 21- 52 billion miles of driving annually in the U.S. A slow-paced, three mile bicycle trip takes less than20 minutes; it takes about 15 minutes to walk one mile. [26] Focusing

[24] 2011 OHAS
[25] Metro State of Safety Report: A compilation of information on roadway-related crashes, injuries, and fatalities in the Portland Metro region and beyond, April 2012
[26] Pg. 14, Active Transportation for America, the case for increased federal investment in bicycling and walking. Rails to Trails Conservancy. The report notes that these are conservative estimates.

improvements on areas with high levels of short auto trips could reduce barriers to walking and bicycling and improve active travel access to transit.

D. **Including bicycle and walking projects in roadway preservation projects, and following best-practice design guidelines, would improve the region's ability to make regional pedestrian and bicycle routes complete streets**[27]. The region is missing out on opportunities to improve walking and bicycling conditions in retrofit and preservation roadway projects.[28] For example, the 2005, $38 million renovation and redesign project of the St. John's bridge, which is a critical link in the regional pedestrian and bicycle network and the only bridge spanning the Willamette River for five miles north or south, did not improve the facility for bicyclists or pedestrians.

E. **Updates to local Transportation System Plans (TSPs), the 2035 RTP and the Regional Transportation Functional Plan (RTFP) provides opportunities to include policies and best practices for implementation.** Current regional and local transportation plans have clear visions, goals, and for balanced transportation systems that include bicycling, walking and taking transit, but not all of the policies and tools needed to implement. Best practices for implementable plans include prioritized project lists, concept level designs, funding plans and performance targets. Specific guidelines for some of the pedestrian and bicycle requirements in the RTFP would support performance measurement and consistent implementation across the region.

F. **Adjusting the regional mode share target for bicycle travel to reflect the increase in bicycling in the region (an increase of 191% since 1994) provides an opportunity to acknowledge the potential of bicycling in relieving strain on the regional transportation system.** The region has met the 2035 regional mode share target of tripling bicycle trips by 2035. All types of trips are made by bicycle in the region.

G. **Increasing the level of investment in active transportation in the 2035 RTP (walking, bicycle and trail projects) provides an opportunity to reach regional transportation goals and targets.** Regional transportation goals and targets, such as reducing congestion and transportation emissions, rely heavily on an increasing trips made by walking, bicycling and transit. Increasing access to destinations by foot, bike and transit, improving safety, designing comfortable, connected and enjoyable networks and providing education and programs have been proven to increase levels of active travel.

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[27] Oregon's current complete streets law, ORS 366.51, states that new construction projects or projects that increase capacity for automobiles (such as adding a turn-lane) must include bicycle and pedestrian improvements. Preservation and maintenance projects (e.g. roadway resurfacing) are not required to include bicycle and pedestrian enhancements.

[28] *Willamette Pedestrian Coalition, Complete Streets Policy Report Card: A 40 Year Progress Report for Oregon 2012.*